

# *Deepening Urban Democracy:*

## *Reasons and Strategies for Citizen Participation*

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for  
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## Questions

*What are urgent problems of governance in cities like Minneapolis?*

*Why do existing governance practices fail to address those problems?*

*What forms of civic engagement and participation are available as supplements and alternatives?*

*Which of those alternatives are more desirable?*

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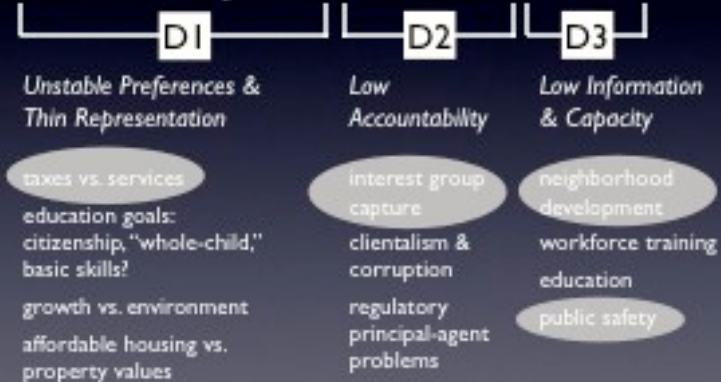
# Reasons for Participation

- Inform decision-makers
- Build good citizens through civic education
- Social capital
- Joys of participation

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# Democratic Deficits & Real Problems

Interests ⇒ Preferences ⇒ Signals ⇒ Mandates ⇒ Policies ⇒ Execution ⇒ Outcomes



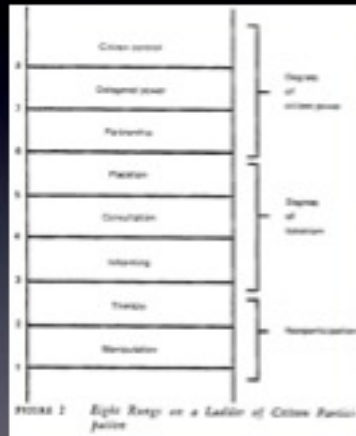
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# Problems & Democratic Innovations

Problem	Unformed Public	Low Accountability	Low Capacity	
	Popular Backlash	Capture	Public Safety	Neighborhood Development
Case	Kono, ID	New York City	Chicago	Minneapolis

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## Institutional Alternatives...



from Sherry Arnstein's Ladder of Citizen Participation, *AIP Journal*, July 1969

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# Democracy Cube: Menu of Institutional Alternatives



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# Kuna, Idaho

- Small town
- Rapid growth
  - 1990 Population: 2,000
  - 2000 Population: 5,000
  - 2005 Population: 9,800
- Homogenous, tight-knit
  - 95% white, non-Hispanic
- Growth raises issues
  - Planning
  - Education



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# Kuna, Idaho

- Rapid growth in student age population, need for more facilities
- 1999, \$14 mil school bond vote fails
- 2000, six rounds of study circles, 100+ participants
- 2000 School bond vote passes - identical language

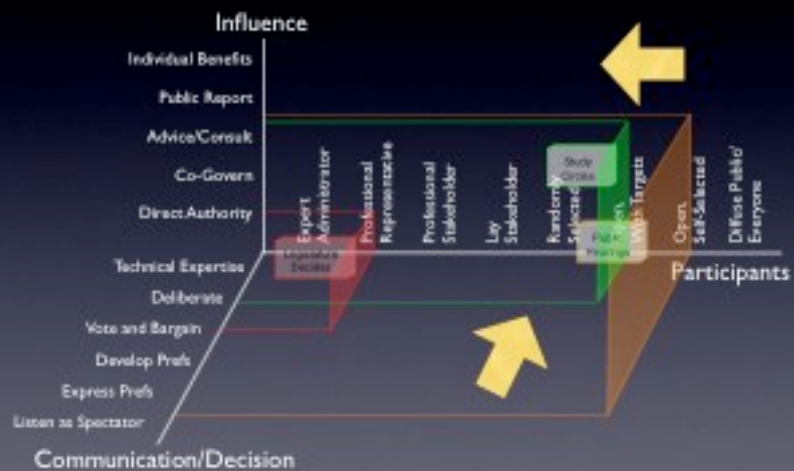
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# Kuna's Participatory Track

Date	Topic	Sponsor Organization/s
3/99 – 5/99	Pilot Study Circles	Kuna ACT
9/99 – 11/99	"Keeping a Quality Kuna"	Kuna ACT
11/99 – 4/00	"Teen Talk"	School Board
2/24/00	Disaster Planning Forum	Local Emergency Response Agencies
3/8/00 & 3/16/00	City Planning Study Circles	Planning and Zoning Board
4/13/00 & 4/20/00	School Bond Study Circles	School Board
4/17/01	Auditorium Study Circles	School Board
10/26/01	City Planning Study Circles	Kuna Futures
4/17/02	Level Play on School Bonds and Juvenile Justice Program	School Board
6/13/02	Comprehensive Plan Study Circles	Planning & Zoning Board
4/17/03	Drug Testing/Code of Conduct	School Board
5/22/03	School District 5-Year Facilities Plan	School Board

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## Communicative Representation



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# Problems & Democratic Innovations

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## Capture: World Trade Center

- 16 acres of lower Manhattan destroyed on September 11th, 2001
- Reconstruction left to Port Authority & Lower Manhattan Development Corporation
- The "Program" prioritized revenue security for port authority and commercial interests in the site
- In particular, required 11 million sq. feet of office space

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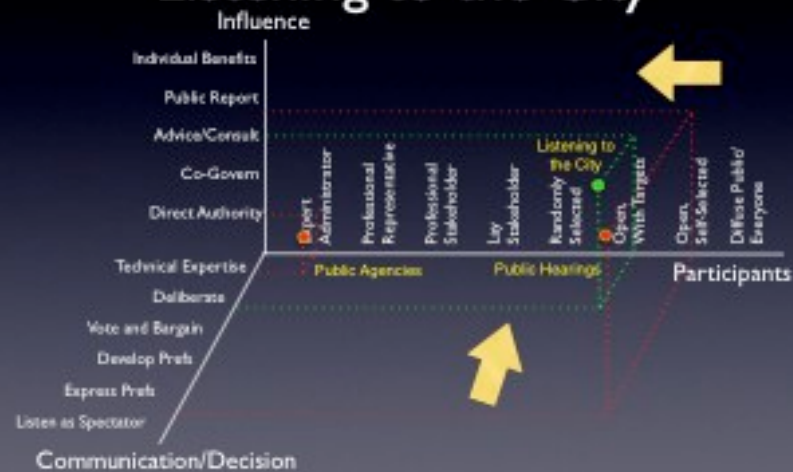


# Listening to the City



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## Increasing Accountability: Listening to the City



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## Progressive Policing Model

### Organizational Structure



### Efficacy Logic

- Preventative patrol
- Rapid response
- Retrospective investigation

Logic thought to be ineffective for chronic urban crime by 1980s

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# Accountable Autonomy

## Community Policing

- Decentralization
- Resident Participation
- Deliberative Problem-Solving

### Efficacy Logic

- Localized priorities (e.g. broken windows)
- Creative problem-solving
- Co-production through resident mobilization

## Organizational Structure



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# Bottom-Up Accountability



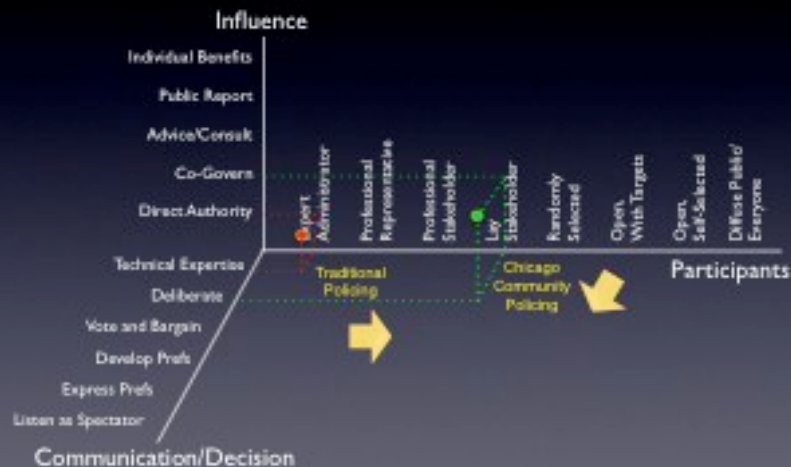
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# Chicago Community Policing

- Micro dynamics
  - disadvantaged neighborhoods benefit most
  - structured deliberation can "bracket inequalities"
  - local deliberation can produce new micro-strategies and aid local action
- Macro results
  - Substantial participation levels: 12% have attended
  - SES participation bias reversed
  - Crime in Chicago down - but also in NYC, Boston, and other cities
- But, institutional instability

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## Increasing Capacity



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## Minneapolis Neighborhood Revitalization Program

- 1980s suburban flight from central city
- 1990: Neighborhood Revitalization Plan
- \$400 million allocated over 20 years
- To 81 neighborhood associations
- According to progressive funding formula



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# Minneapolis NRP

- Community mobilization: revitalized associations in all neighborhoods
- Innovative cross-sectoral projects at neighborhood level
- Spending decisions treat interests reasonably
- But, homeowner participation bias and control
- Displaced social justice and affordable housing priorities and groups
- Lack of broader political support

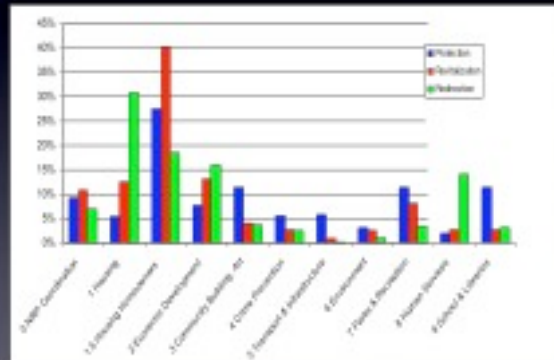
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## NRP's Progressive Funding



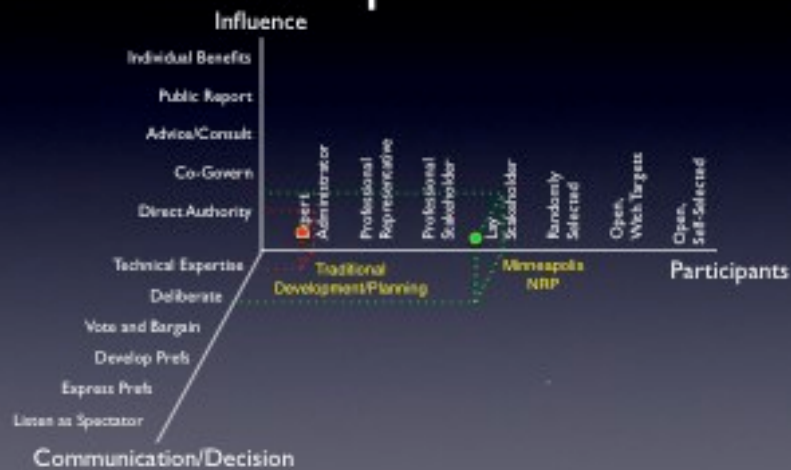
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## Minneapolis Investment Results



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## Minneapolis NRP



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## Lessons

- Citizen participation compliments representative government
- Participation should begin with problems
- The most common methods that we have — e.g. public meetings — don't work well
- Successful methods for civic engagement are very complex; evolve over many years

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## Dangers

- Exclusion and unequal participation (renters, ethnic & racial minorities, young people)
- Ignorance and incompetence
- Exhaustion: “too many evenings”
- Failure of political will

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